DOCUMENT RESUME

ED 037 562 VT 010 495

TITLE Governor's Manpower Conference Report (Springfield, Ill., March 14, 1969).
INSTITUTION Governor's Office of Human Resources, Springfield, Ill.
PUB DATE Mar 69
NOTE 28p.

EDRS PRICE EDRS Price MF-$0.25 HC-$1.50
DESCRIPTORS *Conference Reports, Coordination, *Human Resources, Job Development, Job Placement, *Manpower Utilization, Program Planning, Special Services, Vocational Education

ABSTRACT

Over 400 representatives from industry, labor unions, government, universities, and nonprofit organizations attended the Governor's Conference on Manpower in Springfield, Illinois on March 14, 1969. Recommendations from the 11 workshop sessions held during the conference are presented in the report, and cover the areas of: (1) coordination and planning of manpower activities, with high priority to corrective action, (2) job development, with recommendations for new industry and jobs, and State employment practices, (3) human resource development in relation to access of training and educational opportunities, improvement of vocational education, job training and retraining, and obstacles to hiring and placement, and (4) the need for supportive services to provide basic literacy, day care centers, transportation, and personal services. (BC)

ED037562

# Governor's Office of Human Resources

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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## GOVERNOR'S MANPOWER CONFERENCE REPORT

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On Friday, March 14, 1969, in Springfield, Illinois, the Governor's Conference on Manpower brought together the largest and most diverse leadership group with interests in manpower problems that has ever been assembled in Illinois. Over 400 participants from industry, labor unions, government, universities, and nonprofit organizations attended. The depth of experience represented would have been hard to equal anywhere, and both the experience and diversity were reflected in the quality and vitality of the workshop sessions.

This final report presents the results of the eleven workshop sessions. It does not include every recommendation of every workshop. But we have attempted to include what appeared to be the most important recommendations of each workshop and to fit them all together in a coherent and useful way. Inevitably some of the flavor of the individual workshops has been lost in the process. To have done otherwise would have required both a much longer report and the personal participation of the chairmen and recorders of each of the workshops. This was not possible. However, we believe that the report accurately reflects the main thrust of the Conference and that it is sufficiently specific and comprehensive to bring to attention the major concerns of the participants. Finally, it should be emphasized that all of the recommendations in this report were the product of one or more individual workshops. At no time did the Conference as a whole approve them.

## COORDINATION AND PLANNING

The need for better coordination and planning of manpower activities was the most pervasive issue at the Conference. Eight of the eleven workshops made recommendations in this area and most assigned high priority to the need for corrective action. While some areas are characterized by overlap and competition, others suffer from neglect. Decisions are being made on the basis of unnecessarily deficient information, and voluntary cooperation has not been fully successful because there is no comprehensive review of manpower activities throughout the state to provide a focal point and framework for individual agency planning and interagency cooperation.

A rational and efficient manpower system in Illinois would consist of at least three basic components: (1) a planning system, (2) a centralized information system, and (3) a rigorous and independent system for evaluating manpower programs. These components are discussed in detail below. It should be emphasized, however, that the recommendations are not designed to move the control and operation of the hundreds of private and public manpower activities into the state government. On the contrary, widespread involvement and experimentation, tailored to the specific conditions of each situation, is a major strength of current manpower efforts. The recommendations are designed to develop consistent goals, to eliminate duplication, to identify priorities, to promote a unified policy within state government, to provide needed information for intelligent planning at all levels, and to devise an acceptable way of measuring success and failure.

1. Planning System

A state agency capable of developing a comprehensive view of manpower problems in Illinois is essential. The recommendations below indicate the possible functions of such an agency. In specific cases, the agency might choose to delegate the carrying out of a particular function to other governmental agencies, universities, or private groups. However, the state manpower agency should retain responsibility for setting guidelines, assuring performance, and reviewing the results.

a. A manpower planning office should be established in the Governor's Office (for example, in the Office of Human Resources) for the purpose of developing a statewide comprehensive manpower planning system. Workshop recommendations differed on the scope of such an office. Some would prefer to encompass housing, transportation, welfare, health and other services (perhaps housed eventually in a Department of Human Resources) while others recommended a more narrowly employment-related office which would deal with these other service areas in a more limited way. But no difference existed on the need for statewide manpower planning at the highest level of state government, with a staff competent to perform the required analysis and with sufficient authority to ensure cooperation of other state agencies.

b. The manpower planning office should have responsibility for developing a state manpower model. The model should contain estimates of the future demand for manpower in sufficient occupational, industrial, and geographic detail to be useful for the planning of education and

training. In addition, the model should contain estimates of the future supply of manpower in sufficient detail to indicate the levels of education and training, demographic characteristics, and geographic distribution of the labor force.

c. In light of this basic information, the manpower planning office should review manpower programs operating within the state, identify duplication and gaps, and establish priorities both for short and long run planning periods. An annual manpower report for the state would be a useful medium for analyzing and disseminating information on current and prospective economic conditions in the state, the implications for manpower planning, the operation of manpower programs during the preceding year, and the priorities for the coming year.

d. The manpower planning office should be responsible for forming and operating a coordinating council. The council might be related but not limited to the existing Comprehensive Area Manpower Planning System (CAMPS) which reviews federally funded projects. The function of the council would be to provide imputs into the state planning operation, to make agency planning more consistent with the overall state goals, and to achieve a better coordination of operating programs. Consideration should be given to representation of private groups on the council (for example, Illinois units of the National Alliance of Businessmen.)

e. Comprehensive manpower planning also should be encouraged at the local and regional level within the state, and the results of such planning should be the basis for establishing local and regional manpower priorities. These planning groups should be broadly based and include the participation of affected groups. The state should provide technical assistance in order to reduce duplication of effort and to encourage high quality and consistency in these local and regional planning efforts.

f. The Federal government should be urged to remove the obstacles to effective state and local planning which flow from Federal funding practices.

Specifically:

(1) Programs should be funded for longer periods to ensure better continuity and staff retention.

(2) Federal funding should move toward block grants to eliminate the unnecessary rigidities imposed by the proliferation of specific programs.

(3) Federal agencies should inform the state manpower planning office of all proposals from local and regional groups, provide an opportunity for comment on these proposals, and inform the office of their final disposition.

2. Information System

If the state manpower planning office and other manpower agencies are to perform their functions efficiently, existing information gaps must be reduced or eliminated.

Statistical, research, and program information is either insufficient, not easily available, or both. Therefore, we recommend that the following steps be taken.

a. Provision should be made in the Governor's Office for the evaluation and coordination of manpower statistics. This function might be related to the state manpower planning office or it might be part of a broader office of statistical services designed to monitor all statistical-gathering operations of the state government. The basic goal should be to provide useful, consistent, and comprehensive statistics to assist in policy making. An advisory group of producers and users of such statistics should be formed to aid in this task.

b. Federal agencies should be urged to expand their existing manpower statistical programs in order to provide reliable data on a local and regional basis within the state. In addition, state resources should be made available for other statistical data which the state manpower planning office considers essential for purpose of manpower planning.

c. The coordination of manpower statistics should be given high priority. At a minimum, steps should be taken to assure the use of uniform definitions (especially in regard to occupations and industries) and of uniform geographic breakdowns of data.

d. A system for inventorying, classifying, and disseminating the following types of information is essential: (1) available statistical data, (2) manpower programs currently in operation in Illinois, (3) studies of successful and unsuccessful programs (both private and public) and of applied manpower research, (4) manpower, educational, and other

agencies within the state capable of assisting groups who are operating or contemplating operating manpower programs and the types of assistance that these agencies can provide.

3. Evaluation System

The manpower activities of Federal, state and local governments and of private industry already absorb substantial economic resources. The level of funding may well increase in future years. If these resources are to be used efficiently, manpower programs must be systematically and objectively evaluated. Ineffective programs must be weeded out, workable ones improved and expanded, and innovative approaches tested. The following recommendations are designed to achieve this objective.

a. The state manpower planning office should be given responsibility for developing methods of evaluating manpower programs. This should include both internal evaluation procedures built into ongoing programs and periodic external evaluation.

b. The criteria for success should be related to the delivery of real services at reasonable cost. Too many programs are being evaluated on the wrong basis. "How many students go to college" is less important than "How many students succeed in college." "How many people are removed from the welfare rolls or referred by the employment service in any month" is less important than "How many people moved into permanent jobs that will keep them from returning to the welfare rolls or the employment office." The following list indicates a few of the items about which better evaluation is needed: (1) the characteristics of individuals going into man-

power programs, (2) the quality of program service as measured by the real level of achievement of the participants, (3) the unit cost of delivering the particular quality of service, (4) success in terms of placement or other activity as compared to like groups who did not participate, (5) the permanence of the success, and (6) the opportunities for future gains beyond the initial goal.

## JOB DEVELOPMENT

The development of new job opportunities received high priority from the Conference participants. The recommendations fell into three major categories: (1) attracting new industry to both rural and urban areas suffering from high unemployment, (2) changing hiring practices and job structures to increase the employment of disadvantaged workers, and (3) implementing personnel practices that would make the State government a model employer.

1. New Industry

There are depressed areas within Illinois that suffer from declining employment opportunities, usually because major industries have relocated or drastically reduced their manpower needs. With the erosion of their tax base, public services have deteriorated and the attractiveness of these areas to new industry has diminished. In addition, there are pockets of high unemployment in what are otherwise prosperous urban areas. The following recommendations would aid in correcting these problems.

a. Economic development policies should be placed within the framework of the local and regional planning suggested earlier. The planning unit should be large enough to encompass an economically viable geographic area.

b. Successful recruitment of new industry requires a close and flexible relationship among economic development, manpower, and vocational and technical education agencies. There should be a state commitment to training workers for new jobs, especially in regard to new plants,

from the pre-training to the higher vocational and technical education levels.

c. Special tax incentives may be needed to attract new industries, particularly in the case of the inner cities.

d. Special efforts should be made to develop minority group entrepreneurship. Expanding the existing core of minority group proprietors will provide a new avenue of upward mobility, develop community pride, and create jobs for employees within these businesses. Consideration should be given to the following:

(1) The creation of an honorary position of Commissioner for Economic Development in each county (but with particular emphasis on areas with large minority populations) to identify business opportunities and to develop support for minority entrepreneurship.

(2) Participation of the Department of Business and Economic Development in encouraging minority group entrepreneurs and in developing industrial parks in inner city areas.

(3) A set-aside program for small businesses in state government purchasing, with emphasis on minority group entrepreneurs.

(4) The establishment of an equity fund to assist minority business development and the provision of adequate insurance coverage at reasonable rates.

2. New Jobs

The gap between the educational and skill requirements of expanding occupations and the qualifications of disadvantaged workers has been a critical manpower problem. In some cases the gap is illusory and results mainly from unrealistic hiring requirements or discrimination. Very often the gap is real. It can be narrowed either by reorganizing the job to lower the initial hiring requirements or by training the potential worker. Recommendations in regard to the former are included here. The latter are discussed in the human resource development part of this report.

a. Employers should be urged to remove unnecessary obstacles to the employment of disadvantaged workers. In particular, hiring specifications should reflect the real demands of the job and unnecessary or culturally biased testing and hiring requirements should be eliminated.

b. The current status of anti-discrimination laws, and particularly the enforcement of existing laws, is unsatisfactory. These laws should be strengthened and general responsibility for overseeing their enforcement should be unified in the Office of Human Resources. In addition:

(1) The prohibitions of the Fair Employment Practices Law against discrimination on the basis of race, color, or creed should be extended to prohibit discrimination on the basis of sex or age.

(2) The laws and practices regarding the licensing of private employment agencies should be reviewed to assure that those agencies extend nondiscriminatory services to women and minorities.

c. Employers should be urged to re-examine existing job definitions and job ladders to determine whether a reorganization of functions can create new job opportunities for disadvantaged workers. We particularly commend the New Careers program because of its emphasis on the development of career ladders rather than just entry jobs.

(1) The development of new career opportunities should be based on occupational outlook forecasts as well as on job vacancy data in the specific area.

(2) The new career approach is applicable to a wide range of jobs. However, exceptionally attractive opportunities appear to be available in the rapidly expanding and chronically undermanned professional sector. The goal should be the development of para-professional occupations which augment and parallel the existing professional categories.

d. Where necessary, direct employment of the unemployed should be utilized through the creation of jobs with government funds.

(1) The Neighborhood Youth Corps should be expanded. Certain recommendations for improvement of this program are included in the next part of this report.

(2) Consideration should be given to the government acting as an employer of last resort both for workers living in economically depressed areas as well as for unemployed disadvantaged workers.

3. State Employment Practices

In regard to all of the recommendations in Section 2 above, the State should be a pace-setting employer.

a. All state agencies should be asked to review their hiring and testing requirements, to explore new opportunities for reorganizing jobs and creating career ladders, and to implement vigorous affirmative action programs in regard to minority groups and women.

(1) This recommendation holds even more strongly for positions in human resource agencies dealing with the disadvantaged. In these cases, the communications and empathic skills of indigenous workers constitute an exceptional and valuable part of their qualification for the job.

(2) Special attention also should be given to the possibility of providing permanent employment for Neighborhood Youth Corps participants in the state agencies which have provided work sites.

# HUMAN RESOURCE DEVELOPMENT

Effective development and utilization of our manpower resources requires that people whose skills need upgrading have access to training and educational opportunities, that vocational and technical education students be adequately prepared for the needs of business and industry, that effective programs of training and retraining be available for those whose education and experience does not fit them for today's jobs, and that barriers to the placement of qualified persons in available jobs be removed. These matters received much attention from Conference participants.

1. Access to Training and Educational Opportunities

If the talents of all Illinois citizens are to be fully developed and utilized, access to training and educational opportunities and the ability to make good choices among these opportunities should be improved. The following recommendations are designed to increase the likelihood that Illinois citizens will recognize and take advantage of opportunities to develop and improve their occupational skills.

a. Vocational information, guidance, and counseling should receive greater emphasis in our public schools. Further, the counseling that does take place aims too narrowly at college entrance and is spread too thinly. Specifically:

(1) The state should require high schools and junior colleges to provide adequate comprehensive counseling for vocational education and employment. More counselors should be employed on school staffs and follow-up of graduates should

be conducted to help in evaluating counseling services.

(2) Counselors should be trained professionals who are knowledgeable about the world of work, requirements for employment, educational and training opportunities, and principles and techniques of counseling and guidance.

(3) To improve the quality of vocational counseling services, colleges in Illinois should provide more adequate instruction in vocational guidance for future quidance counselors.

(4) Particular attention should be given to the special vocational guidance needs of girls. The Superintendent of Public Instruction should take the lead in establishing standards for vocational counseling of girls, beginning in the junior high school, that will assure adequate information and guidance about roles and opportunities for women in contemporary society. These standards should be designed to overcome attitudes and stereotypes that have in the past resulted in the underutilization of women in the labor market.

(5) Availability of loans for vocational and technical education students should be publicized as part of vocational counseling.

b. To supplement improved personal guidance, the State should support an activity-based pre-vocational education to orient students to the world of work and to enable youth and adults to learn more about their aptitudes and interests for employment. Such a program should begin early in a youngster's schooling and might include development of special films, visits to a large variety of work situations, classroom demonstrations by practitioners, and the development of meaningful part-time or temporary work assignments.

c. More adequate services should be developed to assist youngsters who leave school before becoming adequately prepared to enter the labor market. Tutoring, for example, should be provided for girls who have left school because of pregnancy, and day care services for children of mothers who wish to complete their schooling ought to be provided.

d. Similarly, for needy students who wish to pursue education at other than public schools, alternative routes to career preparation ought to be provided and encouraged.

(1) Young drop-outs of secondary-school age ought to be subsidized for costs of education at accredited schools of their own choice, to permit wider selection of fields of study.

(2) The state should provide scholarships for post-secondary vocational and technical education to be used in either public or private schools which are approved by the State of Illinois. (This requires improved State regulation of private schools.)

(3) Residential centers with basic education and vocational training components should be established for youth who would benefit substantially by removal from their home environment.

e. Better dissemination of information about available training programs is essential.

(1) As noted earlier an up-to-date inventory of manpower agencies and services operating in Illinois should be maintained. The inventory should be distributed regularly to schools, counselors, and private and public agencies providing manpower services.

(2) With the prospect that state and local agencies may be given more freedom to tailor programs to better meet local needs, the Governor is encouraged to fund such outreach programs as Project Upgrade in East St. Louis. In connection with this and similar programs, the Illinois State Employment Service should be encouraged and assisted in expanding the apprenticeship information program to secure more applicants from disadvantaged groups.

f. Administrative policies followed in various welfare and manpower programs frequently deny needy persons eligibility to training programs. Typically these policies limit access to manpower programs to persons in families below a fixed income line in order to assure that all or part of the funds

devoted to the program will be used for benefiting the poor. Among recommendations made in various workshops to overcome the problem are the following:

(1) A uniform policy and practice should be adopted in Illinois to protect the level of welfare payments in families where a member receives pay in a manpower training program.

(2) Welfare recipients who are progressing satisfactorily in vocational education programs designed to prepare them for skilled, good-paying jobs should not be required by the welfare agency to drop out of training to take unskilled, low-paying jobs. The goal of vocational education for welfare recipients should be placement in jobs with a future.

(3) Income tests for participation in Neighborhood Youth Corps, MA contracts, New Careers, and other training programs for the disadvantaged should be flexible rather than pegged to a specific and often unrealistic income level. Differences in living costs among geographic areas might be one appropriate variable.

2. Improvement of Vocational Education

Strong support was noted in many of the conference workshops for reorientation and updating of vocational education in Illinois schools. There is apparently a widespread feeling that much of the state's vocational education program is outdated, unresponsive to the needs of youth, and largely

irrelevant to the current and future needs of industry. Perhaps the most succinct statement of the problem came from one workshop which concluded that our educational system is designed principally to prepare students for more schooling.

No general plan for revision of the State's program in vocational education was developed in the Conference, which perhaps suggests the need for a study commission or task force to conduct a systematic investigation and make recommendations for change.

Recommendations of a more specific nature emanating from the various workshops follow.

a. The state should require that one state agency maintain coordination of all state-supported occupational education programs in Illinois.

b. The state should examine the feasibility of one state agency administering all state-supported occupational education in Illinois.

c. Many private trade schools in Illinois solicit students and require payment of tuition by enrollees. Unlike most other industrial states, Illinois does not inspect or regulate these schools nor assist them in the improvement of their programs. The State should perform these functions.

d. Increased involvement by business and industry in planning vocational education should be sought, including an advisory committee composed of persons from the private sector, to assess manpower needs in the state and advise the state on revision of vocational education curricula.

e. Programs involving the cooperation and joint efforts of industry and the schools ought to be improved and expanded. This should include expansion of Cooperative Vocational and Technical Education programs, utilization

ot industry specialists for teaching, and use of industry facilities for instructional purposes. The use of cooperative work experience programs should give particular emphasis to the development of new careers.

f. The image of the value of vocational education in the public mind needs to be improved, and an educational program directed to this end ought to be developed.

g. Education and training obtained in institutions or training facilities other than the traditional school setting should be evaluated and consideration given to accepting such work for credit toward high school graduation.

h. Particular attention should be given to the special problems involved in developing meaningful vocational education programs in non-metropolitan and other areas with little industrial development.

3. Job Training and Retraining

The workshop reports indicate that, in general, Conference participants felt that the various governmentally-supported training programs are necessary, important, and valuable elements for the development of the State's human resources. This judgment was reflected in numerous suggestions for expansion and increased funding of existing programs and in the fact that there were no recommendations for the elimination of existing manpower programs.

The recommendations which follow concern improvements or changes in emphasis.

a. Based on the very favorable experience companies have had thus far with their NAB training programs, a significant effort should be made to increase the involvement of industrial establishments in the hiring

and training of the disadvantaged. Company representatives report about the same productivity and turnover experience among the disadvantaged they have employed, for example, as among production workers generally. Companies can, therefore, be urged to participate in the hiring and training of the disadvantaged on the basis of their own manpower interest and need as well as on the basis of their contribution to the solution of a public problem. To encourage increased participation by industry, the following recommendations were made:

(1) The Governor should use the prestige of his office to urge a large expansion of industry involvement in the hiring and training of the disadvantaged.

(2) The Governor urge and support the extension of the National Alliance of Businessmen program (JOBS) to areas of the state other than Chicago and East St. Louis.

(3) The Governor take the lead in the formation of an Illinois Alliance of Businessmen to perform in other areas of the state the same functions as the NAB performs in NAB cities.

(4) The trend toward simplification of contractual arrangements between employers and the government through reimbursable (MA) contracts should be continued, and earlier payments (front-loading of contracts) should be provided for smaller employers so that they can afford to participate in the program.

(5) More companies should be urged to enter into reimbursable contracts for manpower programs since there is some evidence that

companies with contracts develop better programs and have better experience (e.g., in lower attrition rates) than non-contracting companies.

b. Another view expressed was that total community involvement in developing and supporting their own training programs or in obtaining long-term grants for such programs should be encouraged. The objective of such programs should include the utilization of existing community facilities, personnel, and equipment, and emphasis should be placed on actively involving the people who need the service in the program planning.

c. To improve the quality of manpower training provided by the private sector, the Governor should urge greater involvement by the State's colleges and universities, trade associations, individual companies, and perhaps secondary schools in the training of managers and supervisors to deal with the problems of hiring and training the disadvantaged and of establishing and conducting training programs generally.

d. To expand opportunities for training for skilled jobs, the Governor should seek increased funds and an expansion of facilities for apprenticeship training.

e. To increase opportunity for minority group members, the state should sponsor university fellowships for developing minority entrepreneurship.

f. A number of recommendations were made to overcome special problems involved in the administration of manpower training programs:

(1) More care should be taken in assessing current and future job market needs to avoid training for obsolete jobs.

(2) On-the-job training should be used whenever possible so that occupancy of jobs is not delayed.

(3) Additional funding of out-of-school NYC projects should be provided and these should be coordinated with on-the-job training to provide continuity between NYC experience, training, and employment.

(4) Special classes are sometimes set up for vocational training of welfare recipients. When space is available, qualified persons who are not welfare recipients should be allowed to enroll.

(5) At present, MDTA institutional training programs are awarded on a bid basis. Program awards should be made on the basis of quality in relation to price rather than on the basis of price alone, and the decision should take into account past performance.

(6) Efforts should be made to eliminate terminology used in the administration of manpower programs that casts a negative reflection on trainees. Terms such as "hardcore" and "disadvantaged" should be replaced with something like "people who need jobs."

4. Obstacles to Hiring and Placement

More efficient matching of job seekers with jobs and removal of discrimination in the labor market against women and minorities were given high priority by Conference participants for improving the utilization of the Illinois labor force. Discrimination

was discussed in the previous section of this report. Several other obstacles to hiring and placement are discussed below.

a. Better data and exchange of information on job vacancies would improve the matching of jobs and workers and help in the identification of labor market problems.

b. Funds should be provided for the relocation of rural families in depressed areas of the state to areas with labor shortages.

c. Additional funds should be provided the Illinois State Employment Service for improved services to rural areas through such programs as mobile employment office services.

d. The State should support the establishment of employment office in secondary schools and junior colleges. Among other things, research clearly shows that schools which maintain employment offices for students have better programs of vocational education than those which do not. Such an arrangement would also improve the quantity and quality of occupational information available to future job seekers and might serve to facilitate the incorporation of occupational materials into the curriculum.

## SUPPORTIVE SERVICES

The availability of training and the opening of job opportunities do not necessarily assure the full development and utilization of our human resources. For such reasons as illiteracy, location, family situation, and attitudes, among others, the availability of a wide range of supportive services is essential if disadvantaged workers are to participate effectively in manpower programs and on the job. The most important programs suggested by Conference participants to overcome these problems are discussed below.

1. Basic Literacy

Potential trainees are frequently handicapped or barred from meaningful training because they are lacking in basic communicative and arithmetic skills. Many Illinois schools do not offer basic literacy instruction for either adolescents or adults. Employers offering on-the-job training to the disadvantaged must often set up their own programs of literacy instruction. Basic education belongs in the public schools, and each secondary school in Illinois should be required to provide instruction designed to eliminate illiteracy and increase communicative skills. Further, curricular materials and teaching methods appropriate for teaching adults in their own vernacular should be developed and used.

2. Day care Centers

The lack of day care centers for the children of working mothers is apparently a problem throughout the state. Their absence often keeps welfare mothers from entering the labor force and leaving the welfare rolls. Others from low-income families are denied the opportunity to obtain work or training that might lift the

family above subsistence levels. Thus, the expansion of day care center services offers a number of potential benefits, including the possibility of income producing activity for families badly in need of higher income, reduction in the welfare burden, reduction in labor shortages, fuller utilization of community facilities (e.g., churches), employment in the centers for members of the disadvantaged community, and an educational head start for disadvantaged children.

Expansion of day care facilities and services should be urgently pursued. The state code should be examined with the intent of establishing more reasonable licensing standards, including the possibility of extending the code to cover private homes providing family services. Private and public funds for both facilities and services should be sought.

Any legislative enactment in this field should provide for preference in service to working mothers from low-income families, but should not be a punitive device for forcing women into the labor market.

3. Transportation

The difficulty or inability of the inner-city poor to reach places of expanding job opportunities outside the cities because of the unavailability or cost of transportation is another serious impediment to improving the employment status of the disadvantaged. No specific programs for improving the situation were discussed by Conference participants, but the Governor was urged to initiate study and planning steps for the development of adequate systems of urban transportation in the State.

4. Personal Services

A variety of personal services, ranging from medical and dental care to

various forms of psychological support were judged critically important to the success of manpower programs for the disadvantaged. Some of these services are currently being delivered as parts of ongoing manpower programs (e.g., NYC, CEP, Jobs Now, etc.), but additional funding is necessary to provide adequate support. In addition, the Governor and the Illinois Alliance of Businessmen should encourage and assist in the formation of mechanisms for providing supportive services for smaller employers and smaller population centers of the State. One such mechanism might be employer consortiums for developing joint services and programs.

5. Migrant Workers

The problem of bringing migrant workers and families into the mainstream of economic and social life needs particular attention and emphasis. Programs should be initiated to assist those who are in the "migrant stream" as well as those who are trying to establish residence in Illinois. A great deal of effort is required to move them toward economic independence, but the following actions are among the more important:

a. Basic and vocational education programs must be made available and accessible.

b. The state housing standard for those in the "migrant stream" is the lowest in the Midwest. It should be made comparable to the Federal standard and vigorously enforced. Means must also be found to develop housing within the means of those who are establishing residence.

c. Medical and day care services should be made available by the state, as well as a system of emergency financial assistance.